



## **Public versus Private: A comparative study of governance in higher education**

Prepared for:  
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We'd first like to welcome everyone and thank you for coming to our presentation, Public versus Private: A comparative study of governance in higher education. This presentation was prepared as a project for the course Governance in Higher Education during the Spring quarter of the 2006-2007 academic year.

As you can probably tell from the title, the purpose of this presentation is to highlight the findings of a comparative study undertaken to determine the differences and similarities between the governing structures of public postsecondary institutions and private postsecondary institutions. For the purposes of the study, two representative institutions were chosen. The University of Delaware was chosen as the representative of public institutions and Saint Joseph's University was chosen to represent private institutions.



## Agenda

- University of Delaware
  - Historical Background and Highlights
  - Governance Overview
- Saint Joseph's University
  - Historical Background and Highlights
  - Governance Overview
- Comparative Study

Before we begin delving into the content of the presentation itself, I would just like to take a minute to give you a short overview of the way the presentation will progress. Alan and I will first talk about the two institutions that were chosen for this study, the University of Delaware and Saint Joseph's University. For each of the institutions, we will provide a brief overview of its history and other pertinent background information followed by a look at the major characteristics of its governance structure. Once the background information and governance overview have been covered for each institution, we will highlight some of the notable differences and similarities between the two institutions, with particular focus on how each of these institutions does or does not meet the typical expectations for their particular type, private or public. And so, I will now turn the presentation over to Alan, who will start the discussion with information about the University of Delaware.



## University of Delaware: Historical background and highlights

- Began as a small Presbyterian academy in 1743.
- First chartered by the state as a college in 1833.
- Now identifies as state-assisted & privately governed.
- Recognized as the state "flagship" institution.
- Also Sea Grant, Urban Grant and Space Grant Institution
- Carnegie Class: Doctoral/Research Extensive.
- Seven academic colleges
  - Agriculture and Natural Resources
  - Arts and Sciences
  - Business and Economics
  - Engineering
  - Health Sciences
  - Human Services, Education and Public Policy
  - Marine and Earth Studies



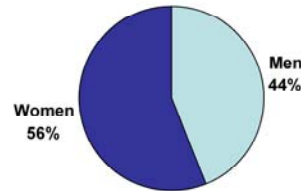
The University of Delaware, state-assisted, (self-described) privately governed University started out as a free academy in 1743 by Francis Alison, a Scotch-Irish immigrant and Presbyterian clergyman, who was leading a church in New London, PA. Alison received funding for a boys school from the Presbyterian synod, where he instituted a classical curriculum consisting of Latin, English composition, mathematics and natural and moral philosophy, preparing students for careers in teaching, law and the ministry (Hoffecker, n.d.). Dr. Alison, as he came to be known, was considered the finest classical scholar in the colonies and was given an honorary master's degree from Yale, then was conferred a doctoral degree by Glasgow University. In 1751, Alison left the New London Academy to assist Benjamin Franklin with the founding of the Academy of Philadelphia, which would eventually become the University of Pennsylvania. The New London Academy was left to the leadership of another Presbyterian clergyman who moved it to Newark, Delaware in about 1760, where it was chartered as the Academy of Newark. In 1843, the Academy's name was changed to Delaware College (University Archives, n.d.). The college closed in 1859, but reopened 10 years later as an institution wholly separate from the Newark Academy. By 1870, Delaware College had become the Delaware Land Grant College and two years later became a coeducational institution. Coeducation was abolished in 1885 and the Delaware General Assembly created the Delaware Women's College. The two institutions would operate as two colleges even after the 1921 merger of the two colleges, Delaware College and the Women's College, to comprise the University of Delaware. Coeducation did not make a comeback until 1945, when the two colleges experienced a complete merger and the formation of five schools with all programs available to women: The School of Arts & Science, Agriculture, Engineering, Education and Home Economics. In 1950, racial segregation ended at the University, allowing African Americans to enroll in all programs. Over the next 30 years, the schools would become colleges and the colleges of Business and



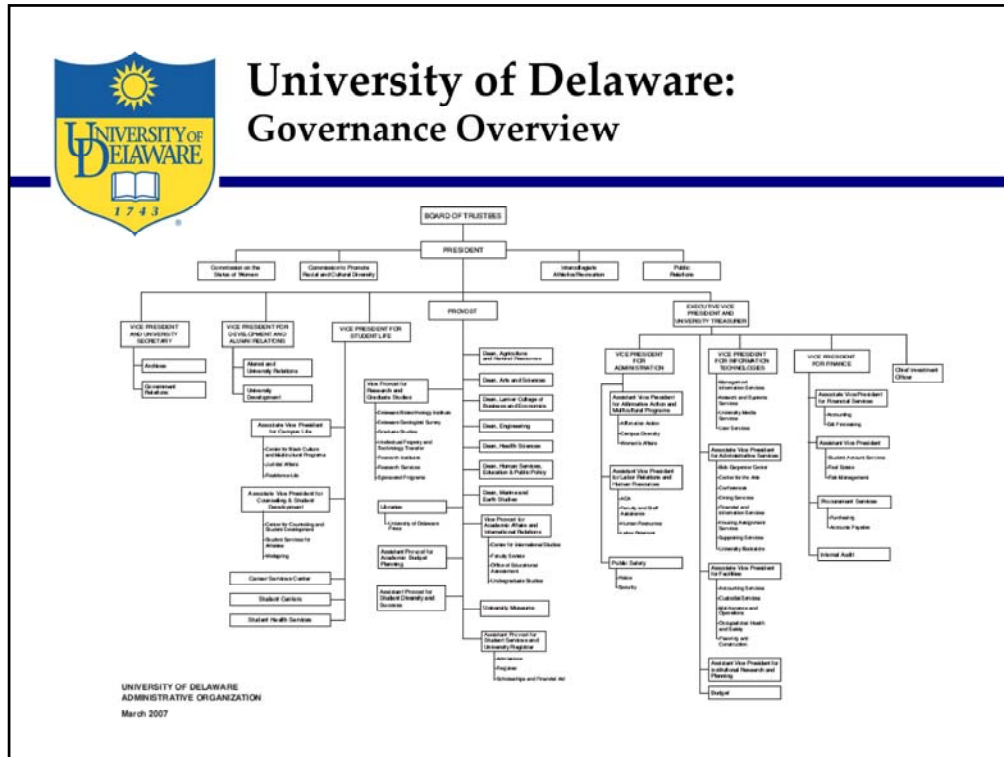
## University of Delaware: Historical background and highlights

### 2005-2006 Statistics

- Enrollment: 20,982
- Number of Programs: 246
- Undergraduate Tuition: \$7,318/\$17,474
- Graduate Tuition: \$7,318/\$17,474
- Number of Employees: 3,965
- Number of Faculty: 1,077 (FT)
- Operating Budget: \$585.3 million
- Endowment: \$1.6 billion (Jan 2006)



The University's Fall 2005 headcount of all students enrolled for credit was 20,982, with 246 academic programs (Institutional Research, 2006). Gender distribution with more women than men seeking degrees follows a normal contemporary trend. The University has a highly homogeneous resident student population, with more than 80% of its enrollment white and overwhelmingly traditional age, a fact that probably contributes to their very high six-year graduation rate. Diversity has been a persistent problem at the University for many years. Undergraduate and graduate full-time tuition is often reported the same, with 2005-2006's tuition for Delaware residents at \$7,318 and out-of-state residents, \$17,474. While the University has earned a Kiplinger's magazine citation for a "best value" for in-state residents, in the SHEEO universe, its tuition generally causes Delaware to be considered a high tuition state (Thomas, 2006). The University is also the state of Delaware's seventh largest employer, with 3,965 employees, that include 1,077 full-time faculty (Institutional Research, 2006). The University's operating budget for the fiscal year 2006, totaled \$585.3 million, with state appropriations comprising about 17% of the total. The University has one of the highest endowments in the country for a public institution. For Fiscal Year 2006, its reported endowment was \$1.6 billion.



The Administrative Organization Chart reflects the Board of Trustees as the highest level of organization, more typical of a private institution. The administrative departments are headed by vice-presidents all reporting to the president (Institutional Research, 2007). The academic departments report to a provost, who also reports to the president. Interestingly, two Commissions representing sources of controversy for the University over the years report directly to the President, the Commission on the Status of Women and the Commission to Promote Racial and Cultural Diversity. More typically, Athletics and Public Relations report directly to the president as well.



## University of Delaware: Governance overview

### Board of Trustees

*“Shall have the entire control and management of the affairs of the University.”*

#### Board Powers:

- Manages all fiscal affairs
- Set student charges
- Set employee compensation
- Issue and set terms for bonds
- Set contract and purchasing rule
- Plan and manage facilities projects

#### Board Composition:

- 32 members
- 23 men, 9 women
- 4 ex-officio
- 5 officers
- 1 Special Counselor
- 6-year maximum terms

#### State Representation:

- Governor
- State Board of Education President
- Master of State Grange
- Governor appoints 8 members

#### Standing Committees:

Architecture, Audit, Investment

#### Special Committees:

Compensation, Nominating

#### Visiting Committees:

Academic Affairs, Finance, Grounds and Buildings, Honorary Degrees & Awards, Public Affairs and Advancement, Student Life and Athletics

As represented on the Administrative Organization Chart on the previous slide, the Board of Trustees is the finite level of governance for the University. The state of Delaware supports two other higher education institutions, a 4-year land-grant HBCU and a 3-campus community college, which both also are governed by their respective Boards. There is no state level governance or system organization. The quote beneath this slide's title is from the University's updated Charter. Unusual for a state-funded institution is the University's power to issue its own bonds, set its own contract and purchasing procedures (independent of state, except when doing business with the state), and its ability to plan, manage and maintain its own facilities, including projects to which the state has contributed capital funds (Office of the Provost, 1996). The composition of the Board of Trustees reflects that of a private institution in size; however, its roots as a state institution is reflected in the Board's membership. The University's Charter provides for the State Representation seen here, but the Governor, State Board of Education President and the Master of the State Grange are only ex officio members. The Governor may appoint up to eight members. A special Nominating Committee theoretically provides some impartiality in choosing new members when terms expire or other vacancies arise. Other committees seem standard.



## University of Delaware: Governance Overview

### University Administrative Officers

- President
- Provost
- Executive Vice-President & University Treasurer
- Vice President for Administration
- Vice President for Development & Alumni Relations
- Vice President for Information Technologies
- Vice President and University Secretary

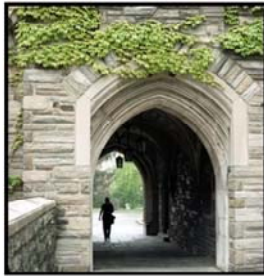


For day-to-day administration of University affairs, the Charter provides for a team of Administrative Officers which includes the President, Provost, Executive Vice President & University Treasurer, Vice President for Administration, Vice President for Development and Alumni Relations, Vice President for Information Technologies and Vice President and University Secretary (Office of the Provost, 1996).





## St. Joseph's University: Historical background and highlights



- Founded on September 15, 1851 in Philadelphia
- Originally named St. Joseph's College
- Private Roman Catholic institution
- Founded by the Society of Jesus (Jesuit Order)
- Moved to its current location in 1927
- Admitted women to all programs in 1970
- Became St. Joseph's University in 1978
- Currently consists of:
  - College of Arts and Sciences
  - Erivan K. Haub School of Business

Now we'll move on to an overview of the private institution that was chosen for this study, Saint Joseph's University. Founded on September 15, 1851 in Philadelphia, Pennsylvania, the institution was originally known as Saint Joseph's College (Contosta, 2000). The institution was founded as a private Roman Catholic school by members of the Society of Jesus, also known as the Jesuit Order, a Catholic order known for its extensive educational missions. Classes were originally held at a building near Old Saint Joseph's Church; however, the institution moved several times during its history. It finally moved to its current location on the Main Line in 1927 and now consists of 53 buildings on a 65 acre campus (St. Joseph's University, 2006a). Although the institution originally offered both secondary and postsecondary instruction in a combined seven year curriculum in the Jesuit tradition, this was abandoned in favor of creating an institution that focused on higher education.

The institution did not begin admitting women to all of its programs until 1970 and was known as Saint Joseph's College until 1978, when it became Saint Joseph's University. The modern University consists of the College of Arts and Sciences and the Erivan K. Haub School of Business. Although the history of Saint Joseph's is rife with a struggle to maintain its Catholic identity in a predominantly Protestant nation, the institution still fosters a commitment to Christian values. This can be seen in their mission statement, which begins: "Saint Joseph's University is a Catholic and Jesuit university that instills in each member of its academic community: a love of learning and of the highest intellectual and professional achievement; moral discernment reflecting Christian values; and a transforming commitment to social justice. Saint Joseph's is a private Independent and Comprehensive university" (St. Joseph's University, 2006b). Additionally, this commitment is evidenced by the institution's membership in a group of 28 institutions known as the Association of Jesuit Colleges and Universities that

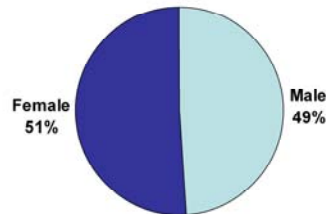




## St. Joseph's University: Historical background and highlights

### 2005-2006 Statistics

- Enrollment: 7700
- Number of Programs: 127
- Undergraduate Tuition: \$27,320
- Graduate Tuition: \$667 - \$717 per credit
- Number of Employees: 1324
- Number of Faculty: 652
- Operating Budget: \$185 million
- 2005 Endowment: \$97 million



Saint Joseph's University is classified by the Carnegie Foundation for the Advancement of Teaching as a medium four-year or more, private, not-for-profit institution (The Carnegie Foundation for the Advancement of Teaching, 2006). It is also classified as highly residential and more selective with fewer than 20% of entering undergraduates being transfer students and 80% or more of the undergraduate class attending on a full-time basis. Saint Joseph's has received regional institutional accreditation from the Middle States Association of Colleges and Schools (Middle States Commission on Higher Education, 2007). Total university-wide enrollment for the 2005-2006 academic year was roughly 7700 (St. Joseph's University, 2006a). About 54% of these students were traditional full-time undergraduate students and 34% were graduate-level students. The remaining students were participating in special programs such as Saint Joseph's Bridge Program and study abroad programs. The gender breakdown of the student body is roughly half and half with 51% female students and 49% male students.

The institution currently offers about 127 undergraduate, graduate and special programs combined, including a single doctoral program, a Doctor of Education (St. Joseph's University, 2006a). Undergraduate tuition rates for the 2005-2006 academic year were \$27,320. Whereas, graduate students paid between \$667 and \$717 per credit hour, determined by the program in which a student was enrolled. Saint Joseph's mascot is The Hawks and the institution offers varsity, intramural and recreational sports. Some of their 20 varsity sports teams compete in NCAA Division I athletics, the Atlantic 10 and the Big 5. The institution also has 30 intramural and recreational sport teams.

This same academic year saw Saint Joseph's University employ 1324 employees, including 652 faculty members (Institutional Research, 2006). This faculty was composed of 281 full-time faculty members, 318 adjunct faculty members and 53 visiting faculty members (St. Joseph's University). Of the full-time





## St. Joseph's University: Governance Overview

### Board of Trustees

- "To direct and manage the business and affairs of the University"
- 18 specific powers
- 32 members
  - 30 men and 2 women
  - 10 Jesuits and 22 lay folk
- Staggered three year terms
- Most work is done in standing committees
- Responsible for the oversight and review of the President

### University Council

- Main University governance body
- Includes faculty, student and staff representation
- Makes decisions on mandates concerning curriculum and University policies
- Mandates are considered within subcommittees whose recommendations are voted on by the entire Council
- Successful mandates are passed to the President

Saint Joseph's Board of Trustees has been charged with the general directive "to direct and manage the business and affairs of the University" (St. Joseph's University, 2003). To fulfill this mission, the Board has been given eighteen specific powers, or - put a different way – control of eighteen different aspects of University governance including final approval of major policies and expenditures as well as the University's annual budget. As is typical of the Board of Trustees of most American private institutions, St. Joseph's University's Board is rather large. There are 32 trustees that comprise the institution's board, 30 men and only 2 women. Of these 32 members, 10 are members of the Jesuit Order and 22 are lay folk. Trustees serve staggered three year terms to maintain overall Board continuity and most members serve for two consecutive terms, although some have served three. The lack of diversity among the St. Joseph's trustees is somewhat alarming; however, in its most recent self-study for Middle States accreditation, the institution has expressed its commitment to diversifying this governing board (St. Joseph's University, 2003).

Meetings of the entire Board of Trustees are fairly infrequent, occurring only once a quarter. Instead most work is done in smaller standing committees whose actions and tasks are then voted on by the Board as a whole. Besides strategic planning, the other main function of the Board is the oversight of the President. "The formal evaluation of the President is conducted annually at the end of each academic year. The Executive Committee of the board, comprised of the chair, vice chair, secretary and chairs of the standing committees, is responsible for conducting the review and meeting with the president to communicate the results" (St. Joseph's University, 2003).

The other major governing body on campus is the University Council. In fact, St. Joseph's University designates the University Council as its main governance body. The Council includes both student and staff representation; however, the majority of



## St. Joseph's University: Governance Overview

### The Administration

- President
- Provost
- Seven Vice Presidents
  - Administrative Services
  - Development and Alumni Relations
  - External Affairs
  - Financial Affairs
  - Mission
  - Planning
  - Student Life
- General Council

### Other Important Boards and Committees

- College Councils
- Faculty Senate
- University Student Senate
- Institutional Planning Committee
- Budget Advisory Committee
- Academic Advisory Board
- President's Cabinet
- Academic Cabinet
- Administrative Staff Council

Although they are the major governing bodies of Saint Joseph's University, the Board of Trustees and the University Council are not the only ones. Many other individuals and groups also directly govern or impact the governance of the institution. The President is one of the most influential individuals on campus. In the eyes of the Board of Trustees who is responsible for the hiring and performance evaluation of individuals in this position, the President's main functionality at Saint Joseph's is to make progress "toward achieving the goals specified by the Board and the University's strategic plan" (St. Joseph's University, 2003). The President, in his duty to oversee the daily operations of the institution, is supported by nine senior level administrators: the Provost, the General Council and seven Vice Presidents (Institutional Research, 2006). The Provost is the chief academic officer in Saint Joseph's University's governance structure although some academic departments do not fall under his direct purview. The Vice Presidents, on the other hand, are responsible for the administrative functions of institutional operations, each one overseeing a particular division comprised of a number of departments. The most recent addition to the structure was the creation of the position of the Vice President of Mission and Identity whose responsibilities include oversight of missionary activities associated with the institution and the perpetuity of institutional diversity (St. Joseph's University, 2003).

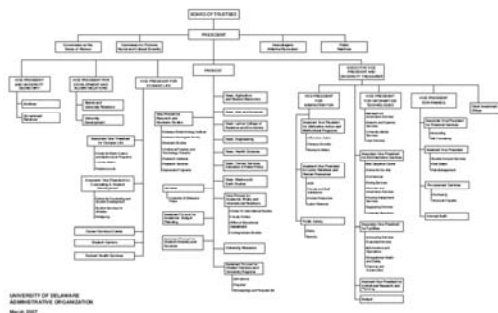
Each of the two colleges within Saint Joseph's makes decisions regarding the college as a whole by way of college councils. Whereas the size of the College of Arts and Sciences warrants a large council with an Executive Committee, the smaller School of Business is able to operate its council in a town hall meeting fashion. Regardless of size, however, each of these councils discusses concerns that are tied to the particular college and, after consideration, makes recommendations to the University Council. The Faculty Senate, on the other hand, discusses topics concerning campus-wide issues regarding faculty and academic



## Comparative Study: Differences and similarities in governance

### Differences in Reporting Structure

#### University of Delaware



UNIVERSITY OF DELAWARE  
ADMINISTRATIVE ORGANIZATION  
March 2007

#### St. Joseph's University



Updated 2011

Having given you an overview of both institutions and their governance, we would now like to discuss some of the notable differences and similarities between the governance structures at these institutions. Significant differences in the governance of these institutions can be seen simply by doing a side-by-side comparison of their organizational charts. Although each institution has roughly the same number of top, senior level administrators, the reporting structures vary significantly. Saint Joseph's senior administrators, as can be seen in their organizational chart, are all at the same level, with what amounts to equally direct presidential access. The University of Delaware on the other hand, demonstrates a more hierarchical form of reporting, where some senior level administrators have more direct access to the president than others. These differences in reporting structure bespeak a differential in organizational complexity. Most likely, the reason for this complexity differential comes from the vast differences in size. With more than twenty thousand students and almost four thousand employees, the University of Delaware far out-sizes Saint Joseph's University. What is true in society as a whole is also true for the microcosm of higher education: the more people there are to be governed, the more complex the governing structure becomes. Because of their sheer size, public colleges, universities and university systems tend to have governing structures that are more complex than their smaller, private counterparts. These institutions do a fairly good job of demonstrating this phenomenon.

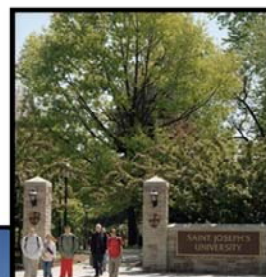




## Comparative Study: Differences and similarities in governance

### Other Notable Differences

- Egalitarian vs. authoritarian
- University Council
- College Councils
- Autonomy of component colleges and schools
- Religious representation vs. state representation
  - Governor
  - Jesuit Order



Besides variations in reporting structures, other notable differences exist between the University of Delaware and Saint Joseph's University. The organizational charts, however, belie another difference in their approaches to governance. As opposed to the much more authoritarian governance mindset at the University of Delaware, where a small subset of high-level administrators have the greatest amount of input in the decision making process, Saint Joseph's University's approach to governance is quite egalitarian. Many different campus constituencies seem to have a substantial influence on the decision making process, even when it comes to more major policy decisions. One prime example is the University Council structure that exists at Saint Joseph's. This major governing body is second only to the Board of Trustees and encompasses representation for all campus constituencies, including students and staff. This representative group seems to have major influence on the decisions made by the president and the Board of Trustees, as its recommendations are given directly to the president and then the Board. Saint Joseph's more egalitarian approach to governance can also be seen in the decision making power of other bodies on campus, chief among them, the College Councils. Each of the component colleges at Saint Joseph's is given significant power over the governance process in those areas that directly affect the operations of the particular college. The amount of autonomy in governance afforded the colleges that make up the University of Delaware does not come close to that held by the two colleges of Saint Joseph's University. Overall, Saint Joseph's seems to take the principle of shared governance to heart, creating and maintaining a profoundly egalitarian governance structures that just does not exist at the University of Delaware.

Governance of these institutions is also greatly influenced by their respective histories and missions. As a public university, the governance of the University of Delaware has the potential to be influenced by the state government. The influence at the University of state budgeting policy can be seen primarily in its response to the ever-smaller share of operating funds contributed by the state. The Campaign for Delaware, the fund-raising





## Comparative Study: Differences and similarities in governance

### Similarities

- Board of Trustees top governance level
- Board size
- Some membership components
- President reports to Board of Trustees
- Existence of president's cabinet
- Provost over academic units
- Vice presidents over administrative units
- Existence of peripheral councils



Given St. Joseph's shared governance philosophy and the University of Delaware's top-down approach, true similarities are few and far between. The fact that both have their Board of Trustees at the top of their governance hierarchies and some similar internal structure, are evidence that both are independent institutions. Although in receipt of state funds, the University of Delaware has still been able to position itself as mostly independent, although the structure is in place to for influence to shift somewhat, but not greatly, back to the public. Vice presidents control administrative units in both and a provost oversees academic units. Councils and staff organizations are in place at both; however, their influence is clearly greater within St. Joseph's more egalitarian model. The same entities at the University would need to influence the president and his administrative officers in order to make significance changes.

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